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# Introduction and Background

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The purpose of Indiana's transportation system is to move people, goods and freight from one point to another in a safe, efficient and effective manner. *Transportation In Indiana: Multimodal Plan Development For The 1990's And Beyond* is Indiana's first statewide long-range multimodal transportation plan. The primary purpose of *Transportation In Indiana: Multimodal System Plan Development For The 1990's And Beyond* is to develop an efficient, effective, and well-integrated multimodal transportation system.

The core element of this long-range multimodal transportation plan is the Indiana Department of Transportation's updated policy plan, *Transportation In Indiana: Multimodal Issues, Policies and Strategies*, which is designed to:

- Identify a broad range of multimodal transportation issues, policies, and strategies of major importance to the users of Indiana's transportation system and to the Indiana Department of Transportation;
- Formulate proactive multimodal policies and strategies, and;
- Serve as a broad policy guide for continued development of Indiana's multimodal transportation system and the state's economy.

*Transportation In Indiana: Multimodal Plan Development For The 1990's And Beyond* is a long-range multimodal transportation plan that identifies the current condition of the state's transportation systems, identifies strategic areas of growth, and, identifies the process that the Indiana Department of Transportation will undertake in developing major transportation system improvements to meet travel demand and support economic growth.

The Indiana Department of Transportation was created in 1990 under Title 8, Article 23, Chapter 2 of the Indiana code. Among its many duties, the department is charged with preparing Indiana's Transportation Plan. Consistent with the INDOT's multimodal character, this long-range transportation plan addresses six (6) different modes of travel. Included in the modal planning discussions are the strategic planning efforts of the Indiana Port Commission. Their plan is fully incorporated to address port access, waterborne issues and transportation-related economic development.

The six modes of travel of that are of long-range strategic concern to the Indiana Department of Transportation include:

- Aviation;
- Bicycles and Pedestrians;
- Highways;
- Ports and Waterways
- Public Transit, and;
- Railroads.

An additional focus of *Transportation In Indiana: Multimodal Plan Development For The 1990's And Beyond* is to provide support for Indiana's economy. This support can be accomplished by (1) taking full advantage of the state's strategic location and proximity to large markets, (2) supporting Indiana's commercial and industrial enterprises that must remain competitive in domestic and global markets, and (3) supporting new establishments that are attempting to gain a foothold in Indiana. The State of Indiana must provide an infrastructure that will foster mobility, investment, productivity, and allow the state's enterprises to successfully capitalize on competitive and comparative economic advantages.

Capital investment is clearly recognized as a catalyst to productivity, economic growth and improved competitiveness. Public sector investments in infrastructure, such as transportation systems helps the state's economy to prosper and its industries to remain competitive. Since nearly all economic activities use or rely on transportation, cost-saving transportation improvements (e.g., direct routing, increased speeds, larger payloads, and improved safety) can increase economic productivity. As the principal steward of Indiana's multimodal transportation system network, INDOT must plan for and recognize strategic capital investment opportunities which have the greatest potential to maximize the return on investment.

At the same time, however, limited resources demand that transportation investments be efficient. INDOT must continue to make prudent choices concerning how and where to invest its aviation, highway, railroad, and transit funds. Therefore, priorities must be established for directing fund investments. *Transportation In Indiana: Multimodal Plan Development For The 1990's And Beyond* is intended to offer recommendations that will assist in establishing such priorities.

As previously noted, this long-range multimodal transportation plan targets all of Indiana's transportation systems. To be truly effective for goods movement, Indiana's highway system must compliment the state's airports, railroads, and port facilities. Moreover, all systems need to progress toward a fully integrated intermodal network. This is especially important in Indiana's urban areas, where the greatest gains in productivity can be achieved.

*Transportation In Indiana: Multimodal Plan Development For The 1990's And Beyond* is divided into several major sections. Immediately following this introduction is INDOT's updated policy plan, *Transportation In Indiana: Multimodal Issues, Policies and Strategies*. Multimodal policy issues of primary importance to INDOT include:

- Transportation System Effectiveness;
- Transportation Safety;
- Demographic Changes and the Quality of Life;
- Transportation Finance;
- Intergovernmental Coordination;
- Economic Development;
- Natural Environment and Energy;
- Bicycle and Pedestrian Facilities, and
- New Technology.

Policy statements and strategies for each issue area were subjected to comprehensive internal reviews by INDOT's professional and technical staff during the spring of 1994. These same policy statements and strategies for each issue area were also subjected to very broad external review with six (6) regional forums during the summer of 1994. Comments gained from these reviews led to further policy and strategy refinements which appear in this document.

Given a core set of issues, policies and strategies, INDOT used the updated Policy Plan as a foundation to develop the statewide long-range multimodal transportation plan presented in the remainder of this document. Principal areas of the long-range plan include:

- **Air Quality, The Clean Air Act and ISTEA** - The Clean Air Act Amendments of 1990 and ISTEA play a significant role in determining transportation development in areas of non-attainment. This section outlines the relationship between air quality requirements, transportation development, and the current status of air quality non-attainment areas of Indiana.

- **The Indiana Economy and Demographic Changes** - Structural changes in the state, national, and world economies during the 1980s and the first half of this decade have influenced the expectations and the demands for transportation services. Current economic and demographic trends, coupled with resource limitations and federal mandates, will initiate significant challenges for the remainder of this decade and into the next century.
- **The Transportation Planning Process and Stakeholder Involvement Process** section identifies the management systems and system planning tools that INDOT will use to reinforce cost-efficient and cost-effective decisionmaking procedures. This section also notes the process INDOT used to obtain stakeholder and public involvement for the planning program.
- **Transportation Infrastructure Investment and Funding Policy** briefly describes the types of projects found in the Indiana State Transportation Improvement Program (INSTIP).
- Indiana's multimodal transportation system is very diversified and complex. The section **Overview of Indiana's Transportation System** discusses the six (6) major modes of Indiana's transportation system.
  1. The *Indiana Aviation System Plan* was prepared by the Indiana Department of Transportation and accepted by the Federal Aviation Administration (FAA) in August 1994. As the first aviation system plan update since the early 1980s, it documents Indiana's system planning goals, objectives and the current aviation system planning program. This plan also provides unique system level profiles and findings, presents system plan recommendations, and documents the current capital improvement program for aviation system investments. Significant challenges and opportunities that will shape the future direction of Indiana's aviation system are clearly identified.
  2. The *Indiana Bicycle and Pedestrian Facility Planning and Development Plan* is a second modal plan developed by the Indiana Department of Transportation during the summer of 1994. Planning for bicycle and pedestrian facilities is a relatively new function within INDOT, therefore a very broad set of opinions were sought and used by the department to develop this plan. Elements of this plan

pedestrian planning, state-level planning efforts, and recommended actions.

3. The *Indiana Highway System Profile* is an overview of Indiana's most significant transportation system. The focus of this section is on system development, including the role of highways in Indiana's economy, functional classifications, the state's National Highway System routes, large expansion projects and studies, and statewide system plan development.
  4. The *Indiana Port Commission Strategic Plan and Business Plan* is a very comprehensive modal element that was developed and adopted by the Indiana Port Commission in 1994. As a strategic planning, marketing and general business tool, this element examines the operating environments of Indiana's three (3) international ports, the Commission's strategic management processes, and includes customized business plans for Burns Harbor, the Clark Maritime Centre, and the Southwind Maritime Centre. Recognition of Indiana's ports as gateways for international trade and economic development led to their full incorporation in INDOT's long-range transportation plan.
  5. The *Indiana State Rail Planning Program* element provides an overview of Indiana's rail network, historical abandonments, current conditions, funding programs and future conditions. A comprehensive update of the 1987 *Indiana State Rail System Plan* is scheduled for completion in 1995.
  6. The *Indiana Public Transit System Plan* is a third modal plan developed by the Indiana Department of Transportation during the fall of 1994. As INDOT's first *Public Transit System Plan*, it addresses transit system development, performance, issues, policies and strategies, and development of a Public Transportation Management System.
- The Indiana Department of Transportation's District Offices have a vital role in developing and managing the state's highway system. A

brief overview of this effort is presented in **Appendix I - INDOT District Office Planning Activities**.

- **Appendix II** examines the **Metropolitan Planning Organization (MPO) Planning Process** for all twelve of Indiana's urbanized areas. The primary emphasis of this section is on public participation and the status of their respective long-range transportation plans.
- **Appendix III - Assessment of the Twenty-Three Statewide Planning Factors** fulfills a mandatory element of ISTEA whereby each State must explicitly consider, analyze as appropriate and reflect in planning process products the twenty-three (23) statewide planning factors in conducting its continuing statewide transportation planning process. This appendix identifies each factor, discusses how INDOT is addressing the factor, or describes what activities are currently underway to better address a specific factor.
- **Appendix IV - INDOT Public Involvement Procedures** documents INDOT's proactive public involvement process that is designed to provide complete information, timely public notice, full public access to key decisions, and supports early and continuing involvement of the public in developing plans and transportation improvement programs. These procedures were formally approved by the Indiana Division Administrator of the Federal Highway Administration (FHWA) on November 17, 1994.